

Introduction

Nature and layering of culture and history are the most essential elements of the Cape Cod character. For hundreds of years, Native Americans, the Pilgrims, fishermen, sailors, poets, dancers, whalers, playwrights, writers, photographers, journalists, politicians and visitors from all over the United States and the world have traveled to or settled on this small peninsula.

□ Conrad Aiken, 1940

CAPE COD: A LANDSCAPE LIKE NO OTHER

The Great Beach is . . . probably the best place of all our coast to go to. . . . I do not know where there is another beach in the Atlantic States, attached to the mainland, so long, and at the same time so completely uninterrupted.

- Henry David Thoreau -

Cape Cod □ a slender spit of land curving some 60 miles out into the Atlantic Ocean □ is an extraordinary resource, an area that is strikingly lovely and unusual in its combination and diversity of resources. Its unsurpassed beaches, ponds, marshes, bays, pine barrens, inlets, and dunes combine with historic landscapes and thriving communities to create an intricate mosaic. Cape Cod National Seashore was authorized in 1961 to preserve a portion of this fascinating, ever changing landscape.

Cape Cod is the largest glacial peninsula in the world, and the Great Beach, on the Atlantic side of the Cape, is the longest expanse of uninterrupted sandy shoreline on the East Coast. Natural change on the Cape is pervasive and dramatic, especially along the ocean shore. Within the national seashore the action of wind, waves, tides, and rain remain largely unaffected by development, making it unusually easy to observe their effect on the land.

The Cape's prominent position in the Atlantic has long made it a key landmark for human habitation, and archeological sites testify to over 9,000 years of occupation. These centuries of continuous human settlement have resulted in the development of occupations, folkways, and pastimes that have given us some of the nation's most compelling stories. By the 1600s the Wampanoag Indians used or inhabited all the lands now contained within the national seashore. In 1620 Cape Cod was the first landfall for the Pilgrims and the site of the creation of the Mayflower Compact.

With European settlement, Cape Codders took to the sea, creating a dynamic whaling and fishing industry, as well as a long and famous tradition of shellfishing. The many lighthouses, along with lifesaving and Coast Guard stations, that dot the Cape also reflect this heritage. Settlers developed a style of dwelling with a steep roof to shed the rain and snow and low to the ground to withstand buffeting winds; this style came to be known as the Cape Cod house, recognized throughout the United States.

Cape Cod has also been the site of significant technological achievements. The first transatlantic cable was laid between Cape Cod and France in 1866. In 1903 Guglielmo Marconi was instrumental in successfully sending and receiving the first exchange of transatlantic wireless messages between President Theodore Roosevelt and King Edward VII. More recently the Cape has played a role in the research and development of long-range radar.

Cape Cod's beauty, sense of solitude, and other aesthetic values have created a place for people to come for inspiration and renewal for over 100 years. These attributes have also inspired generations of artists and writers. Edward Hopper, Mark Rothko, Jackson Pollock, Henry David Thoreau, John Dos Passos, and Mary McCarthy are only a few who have created a rich tradition of contributions to the arts. Cape Cod continues to be recognized for its special charm

and unique ambience. The fact that this area is so close to densely populated areas makes its special character more and more precious.

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THE CONTEXT FOR THE GENERAL MANAGEMENT PLAN

In 1961 the U.S. Congress established Cape Cod National Seashore as a unit of the national park system. Congress recognized that the Outer Beach of the Cape Cod peninsula was nationally significant for ecological, historical, and cultural reasons. The variety of Cape Cod's resources, and the many ways in which people experience these resources, are the key to its charm. But protecting the resources and at the same time providing for their continued use present significant challenges for all residents and land managers on the Cape.

The National Park Service is a relatively recent partner in this management effort. In fact, the establishment of the national seashore was an experiment. Cape Cod National Seashore was not created as just another national park carved out of publicly owned wilderness or donated lands. It was an attempt to conserve a fragile and precious resource that overlays six established communities so that residents and visitors alike might enjoy it for generations to come. The authorizing legislation set a precedent by establishing the first citizens' advisory commission to aid in the management of lands spanning six towns and by authorizing funding for considerable private land acquisition. The legislation also sought to perpetuate interwoven patterns of human activities and the natural environment. But the national seashore was controversial for those very same reasons.

CHANGE ON THE OUTER CAPE

Cape Cod has seen significant change since the national seashore was authorized in 1961. The year-round population has grown dramatically, and many visitors now come not just from the Northeast, but from all over the country and the world.

Cape Cod National Seashore is fragile and ever changing. Its long narrow shape exposes it to the terrific forces of wind, water, and weather on its ocean side. Development on the Cape will continue, and the social and economic pressures will continue. These pressures and others can threaten the Outer Cape's most appealing qualities if they are not carefully managed. Some of the issues are urgent and need to be addressed soon to avoid the permanent loss of some resources.

The continuing attraction of the Cape to tourists and new residents has proved a mixed blessing, providing a valuable source of income but also bringing an increase in development and commercialism that threaten the very elements most residents and visitors seek. Traffic jams, crowded beaches, growing demands on water sources, and the fragmentation of woodlands and waterfronts by new development are all challenges that need to be addressed. A growing population and increasing development are multiplying demands for water, ultimately affecting the aquifer beneath the peninsula that feeds the Cape's freshwater ponds and streams and provides the only potable water source for residents. This supply is at risk of being polluted and possibly depleted in localized areas. Kettle ponds and wetlands are threatened by demands for greater access, as well as development and manipulation. Plant, marine, and

wildlife communities have been disrupted by the introduction of nonnative species, increased hunting and fishing, and ditching and spraying to control mosquitoes. Natural coastal processes are sometimes impeded by erosion control structures, which can become safety hazards.

Some cultural resources are also at risk. The existence of these resources was long taken for granted, but now that they are disappearing, their intrinsic contribution to the Cape Cod character is being recognized.

Portions of six Outer Cape towns are encompassed in Cape Cod National Seashore. The relationship between the six towns and the national seashore has been complex and has changed over time. The results of consultations over the years have been mixed, and collaboration on matters of mutual concern has not always been timely or effective.

The Purposes of Cape Cod National Seashore



While the legislation authorizing Cape Cod National Seashore is fairly specific about topics such as the acquisition of land, the rights of property owners, and zoning bylaws, it does not offer a clear statement of the overall purpose for this unit of the national park system. After thoroughly studying the legislative history, including a careful review of the committee reports on this bill, the following purpose statement was developed as part of the current planning process:

The purposes of Cape Cod National Seashore are to

- ☐ preserve the nationally significant and special cultural and natural features, distinctive patterns of human activity, and ambience that characterize the Outer Cape, along with the associated scenic, cultural, historic, scientific, and recreational values

- ☐ provide opportunities for current and future generations to experience, enjoy, and understand these features and values

THE LEGISLATIVE MANDATE FOR THE NATIONAL SEASHORE

Cape Cod National Seashore is a special environment encompassing not only significant natural and cultural resources, but also vital communities with their political, economic, and social activities, and activities such as hunting and offroad vehicle use. Consequently, the creators of Cape Cod National Seashore took special care in writing the enabling legislation. The establishment of the national seashore was considered for a number of years, and legislation was initially filed in September 1959.

LEGISLATIVE HISTORY

The bills that eventually became the basis for the legislation creating Cape Cod National Seashore were introduced on September 3, 1959, in both houses of the 86th Congress. Massachusetts Senators Leverett Saltonstall and John F. Kennedy introduced S. 2636, and Massachusetts Representative Hastings Keith, whose district included Cape Cod, introduced H.R. 9050. Both bills were identical.

In introducing the bill to the Senate Kennedy stated:

Each of us has felt that a national park on Cape Cod was justified only on a strong showing that this was the most effective means of maintaining the historic way of life and scenic integrity on the Cape. . . . Cape Cod is more heavily settled, enjoys more compact town government, and has a greater degree of development than most previous park areas. . . . Particularly since there are residents whose roots on the Cape reach back far into the past, it seems important to adapt a bill in such a way as to meet the legitimate interests and sentiments of existing residents.

In introducing the bill to the House of Representatives, Congressman Keith said, “the towns affected by this proposal and the individuals who are interested in it will help us to preserve for the present and for posterity the particular charm, character, and historical significance of Cape Cod and its communities.” The proponents of the bill also articulated a special ambience or feeling on Cape Cod that they wanted to preserve, including the continuation of favorite pursuits, such as beachcombing, clamming, fishing, access to areas of great scenic beauty, and maintaining the sense of remoteness and tranquillity that had been largely lost elsewhere along the eastern seaboard. These were some of the reasons Cape Cod was deemed to be nationally significant.

Senator Saltonstall’s written statement at the Senate subcommittee hearings on June 21, 1960, included this text:

The most important and complicated problem before us is to preserve the scenic and historic features of Cape Cod without injuring or unduly restricting the towns and individual citizens directly concerned. In the work which went into preparation of the original bill, its sponsors painstakingly attempted to recognize the special characteristics of the lower cape and to serve as constructively as possible both the interests of conservation and town life and development.

Ben Thompson, chief of recreational planning for the National Park Service and the first witness from the Department of the Interior to appear before the subcommittee, testified at the June 21, 1960, hearing that the department understood that the legislation’s intent included “the unique combination of values of the lower cape,” and he stated that the bill “gives adequate protection for the continuation of town government and town way of life.” Thompson assured the subcommittee that the Interior Department’s plan to carry out the purposes of the legislation would be

to try to develop the proposed national seashore in such manner as to preserve the qualities that are there and to make the transition from the present commercial and tourist and summer economy to that of something close to a national park to supplement the community life on the cape.

The Cape Cod bill was reintroduced in the 87th Congress in 1961. On February 9 Massachusetts Senators Saltonstall and Benjamin Smith introduced S. 857 (the successor to S. 2636). Smith noted that “this is the first time that a national park is to be carved out of so populous an area” and testified that “provisions should also be made that will encourage cooperation between the towns and the Park Service. After all, they are both going to have to live on the cape, and they will need each other.”

Congressman Keith introduced H.R. 5786 in the House of Representatives on March 21, 1961; this version supported some boundary changes sought by the affected Cape towns.

In June 1961 the Senate Committee on Interior and Insular Affairs unanimously reported the bill to the Senate. The accompanying “Section-by-Section Analysis of the Bill” states,

INTRODUCTION

The purpose of this bill is to provide for the establishment of a Cape Cod National Seashore so that lower Cape Cod may be preserved in substantially its present condition for the benefit of all the people of the United States of present and future generations.

Lower Cape Cod cannot be considered solely as a geographical area with certain physical characteristics. The lower cape must also be viewed as a way of life □ a culture □ which though conditioned by its environment finds its essence in the people who have lived and are living there.

This bill seeks to preserve the way of life which these people have established and maintained on the cape.

The report went on to explain how the bill would preserve way of life:

SECTION 4

This section of the bill together with section 5 may be considered as the heart of the bill for purposes of preservation of the way of life of lower Cape Cod as well as the geographic area to be included in the seashore. Their provisions represent an unprecedented innovation in legislation to accommodate the special circumstances of lower Cape Cod. They are designed to assure that this area will be preserved for the purposes set forth in the preamble of the bill in such a way as adequately to safeguard the private and municipal interests in the area.

Sections 4 and 5 would ensure as a minimum the right of all homeowners within the national seashore to continue to use and occupy their homes for up to 25 years. If a town adopts zoning that meets standards defined by the secretary

of the interior, then all homeowners have the right to continue to own and occupy their homes without interruption or interference so long as the zoning is kept in place and enforced. Explanations are given to clarify appropriate land uses, improved properties, acquisition authorities, and zoning provisions. On June 27, 1961, the Senate unanimously passed S. 857. On July 3 the House received a report on H.R. 5786 and debated the bill on July 10. The House approved its own bill and sent it to the Senate. On July 12 the Senate disagreed with the House version, and a conference committee compromise was reached on August 1. One day later the House and Senate agreed to the report.

THE LEGISLATION

The legislation that authorized Cape Cod National Seashore (Public Law 87-126) was signed into law by President John F. Kennedy on August 7, 1961 (see appendix A).

- Section 1 of the act defines the seashore's boundary, including segments of the towns of Chatham, Orleans, Eastham, Wellfleet, Truro, and Provincetown. The boundary was changed slightly on November 10, 1978 (PL 95-625).
- Section 2 outlines NPS land acquisition authorities.
- Section 3 provides for the establishment of the seashore once sufficient acreage was acquired; the seashore was formally established on June 1, 1966.
- Sections 4, 5, and 6 provide for the acquisition of property by condemnation as well as suspension of such authority where "improved property" complies with applicable federal standards for approval of local zoning bylaws and for other statutorily authorized reasons.
- Section 7 addresses the administration of the national seashore. Relative to the management and the conservation of the seashore's resources and values, section 7 (b)(1) states,

In order that the seashore shall be permanently preserved in its present state, no development or plan for the convenience of visitors shall be undertaken therein which would be incompatible with the preservation of the unique flora and fauna or the physiographic conditions now prevailing or with the preservation of such historic sites and structures as the Secretary [of the Interior] may designate: Provided, That the Secretary may provide for the public enjoyment and understanding of the unique natural, historic, and scientific features of Cape Cod within the seashore by establishing such trails, observation points, and exhibits and providing such services as he may deem desirable for such public enjoyment and understanding: Provided further, That the Secretary may develop for appropriate public uses such portions of the seashore as he deems especially adaptable for camping, swimming, boating, sailing, hunting, fishing, the appreciation of historic sites and

structures and natural features of Cape Cod, and other activities of similar nature.

The National Park Service has interpreted the phrase “permanently preserved in its present state” as generally limiting property development to the level that existed at the time of the legislation’s enactment, but not as restricting the restoration of cultural landscapes or natural conditions where disturbed, or precluding natural changes in the environment. Preservation would include a mixture of resources and activities that could change but must remain comparable in character and scale to that in existence in 1961.

An additional provision was added in response to concerns that visitors to the national seashore would violate the privacy and peace of local improved property owners. Section 7 (b)(2) specifies that

the Secretary shall provide public use areas in such places and manner as he determines will not diminish for its owners or occupants the value or enjoyment of any improved property located within the Seashore.

Section 7(c) authorizes the secretary of the interior to permit hunting, fishing, and shellfishing within the national seashore and to prescribe regulations for such activities, subject to prior consultation with any governmental authority also having jurisdiction over such matters. This section further authorizes the secretary to enter into cooperative agreements regarding such activities, except all aspects of the propagation and taking of shellfish is to be left to the towns. Furthermore, the secretary may not interfere with navigation of waters within national seashore boundaries.

- Section 8 establishes the Cape Cod National Seashore Advisory Commission to provide a means of ongoing consultation and liaison with private, local, and community interests that were expected to remain within the seashore. The advisory commission is composed of 10 members: one member is appointed by each of the six towns, one by Barnstable County, two by the state, and one by the secretary of the interior. The life of the commission was originally for 10 years, but it has been extended three times.

The purpose of the commission is to provide advice about matters relating to the development of the national seashore, land acquisition, and the issuance of regulations specifying standards for zoning bylaws (section 8(f)). Furthermore, the secretary must consider the advice of the commission before the issuance of any permit for commercial or industrial use of property located within the national seashore or any decision regarding the establishment of a public use area for recreational activity (section 8(g)).

- Section 9 authorized the appropriation of funds to carry out the act and set a limit on the amount that could be spent for the acquisition of land and waters. The original amount (\$16 million) was subsequently increased to \$33.5 million in 1970 and to \$42,917,575 in 1983. All land acquisition funds have been spent.

LEGAL REQUIREMENTS FOR FORMER COMMONWEALTH AND TOWN LANDS

Several additional requirements have been placed on the national seashore through deed restrictions.

FORMER COMMONWEALTH LANDS

From 1620 until 1654 the Province Lands were included in various patents that permitted colonists to receive land with permission to fish, truck, and trade. In 1654 Thomas Prentice purchased the Province Lands from Sampson, a Nauset representative of local natives. The lands were to be used by the colonists as common public lands for “fishing improvements.” In 1692 the province of Massachusetts Bay absorbed the old Plymouth colony, including the Province Lands, which remained common land. Provincetown was incorporated on June 14, 1727.

When the province of Massachusetts Bay became part of the commonwealth of Massachusetts, the commonwealth recognized that the Province Lands had been occupied by Provincetown’s inhabitants for quite some time. But it also passed statutes in 1838 and 1854 reaffirming its right to ownership and extinguishing existing or future adverse possession claims. In 1893 the commonwealth gave up its ownership claims to land underneath the inhabited portion of Provincetown.

The lands of the Province Lands and Pilgrim Springs State Park in Provincetown and Truro were authorized to be conveyed to the United States by the commonwealth of Massachusetts in 1962 (see appendix A for a copy of the authority). The title to the Province Lands was conveyed on April 2, 1963. Section 3 of the authorization provides that a portion of lands are subject to a pre-existing lease for public airport and access purposes, and that additional lands may be made available by lease or otherwise for such purposes, subject to agreement by the secretary of the interior (or his designee) and the Provincetown Airport Commission. Section 3 also provides that an area may be made available to Provincetown for dumping purposes. These uses are subject to binding arbitration, if needed, in case of disagreement.

Section 4 provides for continued state jurisdiction, taxation, and insect control. Also, regarding public use of the lands, this section provides:

- (2) That the Secretary of the Interior may permit hunting and fishing, including shellfishing, on lands and waters under his jurisdiction within the Cape Cod National Seashore in such areas and under such regulations as he may prescribe during open seasons prescribed by applicable local, state and federal law; that said Secretary shall consult with officials of the Commonwealth and any political subdivision thereof who have jurisdiction of hunting and fishing, including shellfishing, prior to the issuance of any such regulations; that said Secretary is authorized to enter into cooperative arrangements with such officials regarding such hunting and fishing, including shellfishing, as he may deem desirable,

except that he shall leave all aspects of the propagation and taking of shellfish to the towns referred to in Section One of Public Law 87-126; and that the fishing rights of the public shall be the same in the coastal waters within the Cape Cod National Seashore as prior to such conveyances.

The final clause specifies,

(4) That if at any time the United States of America fails to use the lands so conveyed for the purposes in said Public Law 87-126, the title to such lands shall revert to and revest in the Commonwealth.

TOWN OF EASTHAM

Coast Guard Beach and Nauset Light Beach in Eastham were deeded by donation to the United States in 1963 and 1965, respectively; this was termed a cooperative gesture by the town of Eastham to help establish the national seashore. With the transfer of ownership, certain reservations were retained by the town; the intent of these reservations is summarized below:

- The town reserved to the taxpayers of Eastham and their families, the right to use the described beaches, parking areas, and adjacent waters without charge.
- It also provided that whenever Cape Cod National Seashore does not use these areas as stated in the deeds, the beaches and land are to revert to the inhabitants of the town of Eastham.

CONCURRENT JURISDICTION / REGULATORY AUTHORITY

In 1984 the commonwealth of Massachusetts ceded concurrent jurisdiction over lands and buildings in Cape Cod National Seashore, subject to acceptance by the National Park Service. In 1985 the National Park Service accepted concurrent jurisdiction. The purpose of such jurisdiction is to provide for efficient administration of state and federal functions. As defined in the acceptance letter from the director of the National Park Service:

The term “concurrent legislative jurisdiction” is intended as vesting in the Commonwealth and the United States all the rights accorded a sovereign, with the broad qualifications that such authority is held concurrently over all matters, including but not limited to the enforcement of traffic or criminal laws over crimes and offenses committed within the ceded area, police powers and taxes.

Under title 16 of the *United States Code*, section 3, the National Park Service has the authority to establish and enforce rules and regulations necessary for the use and management of national park system areas. These regulations are codified in title 36 of the *Code of Federal Regulations*. Before adopting any regulations that would be effective regardless of landownership on all lands and waters within the national seashore, the Park Service will provide public notice and opportunity for comment. In cases involving particularly controversial or

complex issues, the Park Service may seek permission to convene a negotiated rule-making process in order to seek consensus on the text of the rule.

Under the federal property clause of the U.S. Constitution, a federal agency may protect federal property from activities or uses occurring on or emanating from nonfederal lands where there is a connection between the activity or use and the harm or risk of harm to the federal property.

PURPOSE OF THE PLAN

While activities and pressures at the national seashore are increasing, all federal funding is being scrutinized by Congress. Public land managers must closely examine the feasibility and cost-effectiveness of each action, and they must look for innovative ways to protect resources and to provide quality visitor services.

The general management plan for Cape Cod National Seashore has two primary purposes.

- First, it outlines how natural and cultural resources, public use, nonfederal lands, and national seashore operations would be managed over the next 15 years.
- Second, and more important, it provides the framework for the National Park Service to help in developing solutions to a wide range of challenges that are confronting local residents and towns, as well as the national seashore.

This general management plan is programmatic in nature in that it gives guidance and criteria for day-to-day decision making and for producing more specific future action and development plans. Many of these more specific plans will require further analysis of environmental impacts, in accordance with the National Environmental Policy Act.

Although a proposed action has been identified and analyzed in this document, several variables could change over the life of the approved plan relative to current conditions. Changing resource conditions, funding priorities, and facility needs could require the consideration of other actions, including those actions discussed in the *Final Environmental Impact Statement*. If it becomes necessary to evaluate additional actions, appropriate NEPA review and documentation will be conducted as part of the evaluation process.

The current *Master Plan* for Cape Cod National Seashore was completed in 1970; while that plan was used as a general guide for operations, it was not adequate for addressing current policy and operational issues. This *General Management Plan* establishes current management priorities, focuses funding efforts, and supports the implementation of a series of innovative solutions to address specific management issues not discussed in the *Master Plan*.

Rather than providing an exact blueprint for the future of the national seashore, the proposed general management plan seeks to provide goals and guiding strategies for management, while remaining flexible enough to allow individualized responses to specific situations. The plan relies on the importance of building public/private and seashore/town partnerships and management solutions that are holistic, in harmony with nature, and involve the people living and visiting within and around the national seashore.

Major planning efforts by state, regional, and local agencies and organizations could affect how the national seashore is managed. In addition, major plans prepared by the national seashore would provide detailed recommendations for future actions under the policy guidance of an approved general management plan. These plans and their interrelationships with the proposed general management plan are described in appendix C.

The plan has been developed in accordance with the National Environmental Policy Act. A *Draft Environmental Impact Statement*, which considers alternatives and the environmental consequences of implementing the strategies, was distributed as a companion document to the *Draft General Management Plan* in August 1996. Substantive comments on the *Draft Environmental Impact Statement*, as well as the draft plan, were considered and addressed in the *Final Environmental Impact Statement*.

MANAGEMENT PHILOSOPHY

The management philosophy for Cape Cod National Seashore, which is highlighted in the box on the next page, will be the foundation for future management actions and decision making. It identifies the fundamental principles for management and is the result of a thorough examination of the seashore's legislation. It also reflects a growing understanding of what is required to manage this complex resource on a scientific basis and to be responsive to the concerns of neighbors, partners, and the American public. The philosophy also articulates the commitment of the National Park Service to the principles of sustainability and ecosystem management (see the glossary). Because the health of the towns and the national seashore are intertwined, it is important to continue to maintain and improve relationships. The articulation of how this can be accomplished is one objective of this *General Management Plan*. The nature of the relationship between the national seashore and each of the six Outer Cape towns is different because of various factors such as landownership, the acreage of each town within the boundary, patterns of use, and deed restrictions or other legal requirements. The interests of the towns and the intensity of need to resolve issues vary, and it is important that national seashore managers pay particular attention to each town regarding the issues that its residents see as most important. The national seashore is committed to efforts to be mindful and respectful of the towns and their residents and to use the collective knowledge to improve national seashore operations. Some local residents feel a profound connection to the lands within the national seashore that have been long-standing sources of spiritual as well as physical health; this has been expressed most strongly by Provincetown residents.

The lives of the residents and the resources of the Cape must be viewed as part of an interrelated system. Sound solutions to specific problems must fall within a comprehensive, yet flexible framework that makes it possible to address issues that arise. Decisions developed in an inclusive manner that builds partnerships, trust, and cooperation will enable Cape Cod National Seashore to be appropriately managed in the future. This initiative can build on the comprehensive planning undertaken in the 1990s by the county, towns, and the national seashore — a process that has opened a dialogue on issues and strategies among the various parties. This *General Management Plan* can contribute to

this framework and provide a single management philosophy that will be the foundation for future seashore management.

The concerns, desires, and needs of year-round residents can often differ from those of more transient residents and visitors. National seashore managers will consult and collaborate, through a variety of participatory techniques, to address local community and individual concerns, and they will factor that understanding into decisions about matters that will affect year-round residents. National seashore managers will emphasize consultation and collaboration as central to the successful management of the national seashore.

The work of the Cape Cod National Seashore Advisory Commission has been invaluable and central to whatever success national seashore managers have had in dealing with local constituencies. Additional information regarding the advisory commission's role is contained in the national seashore's legislative history, various commission charters, and the commission's handbook. While the national seashore continues to need the advisory commission for these purposes, various other means for collaboration, consultation, and sharing of the responsibility for reaching good decisions are also articulated in this plan.

The Management Philosophy for Cape Cod National Seashore



Cape Cod is a dynamic place where human and natural forces have interwoven to create a distinctive regional character. Cape Cod National Seashore was established to preserve vital elements of the Cape's character, including flora and fauna, physiographic conditions, historic sites and structures, cultural heritage, and other unique natural and cultural features. This character also includes a certain ambience that is subtler and harder to define, but that provides both a sense of peace and relative isolation. A distinctive pattern of human activity has both shaped, and been shaped by, this special place. Management of the seashore is a delicate balance in which the human needs of today and tomorrow must be addressed within the context of both preservation and tradition.

The legislative record of the national seashore's establishment makes it clear that the preservation of nationally significant resources and these special values was the paramount objective of Congress. However, it is equally clear that Congress envisioned a park unit that would be actively enjoyed by people. That task becomes particularly challenging when part of what is being preserved and made available to visitors is a relationship between humans and their surroundings that is still important to the daily existence of many Cape Codders.

Better science and access to information can continue to help to bring about a dramatic improvement in our understanding of public use and resource protection issues. On Cape Cod this new understanding must be applied in ways that are sensitive to the history and continuing daily lives and activities of the people here. It must also be applied in ways that help us keep the relationship between people and their environment healthy, so that natural, cultural, and economic systems do not become degraded over time.

Even though the national seashore was established with specific legal boundaries, the special resources that characterize the Outer Cape transcend those boundaries, as well as every other political boundary. The quality of life and the economic needs of nearby communities affect seashore resources, just as the management of resources within the national seashore has significant effects on the towns. For this reason a collaborative approach to stewardship among the six Outer Cape towns and all seashore partners is essential. Cape Cod National Seashore staff and managers assume that cooperation and teamwork begin, not end, at the seashore boundary.

MANAGEMENT OBJECTIVES

Management objectives have been developed to provide a framework so national seashore managers and planners can work toward fulfilling the seashore's purpose. The proposed plan presented in this document is consistent with the management philosophy and the following objectives, as well as with the national seashore's purpose.

- In concert with local, regional, and state agencies, manage the natural and cultural resources of the national seashore to sustain the distinctive character of the Outer Cape, a resource held in common among the six towns and the people of the United States.
- Seek to understand, foster, and maintain native biological and physiographic diversity to sustain thriving, dynamic natural communities and systems. Within these standards protect water resources through a cooperative, balanced approach to water use management.
- Encourage a commitment to the stewardship of the buildings, places, activities, and artifacts of Cape Cod that best exemplify its traditional character, and conserve them to ensure their continuing contribution to the culture of Cape Cod, in collaboration with local communities.
- Allow natural processes to continue unimpeded in natural zones, including the action of wind and water, and neutralize the effects of human intervention where it has adversely affected natural systems, with consideration for public safety.
- Provide opportunities for a diverse range of quality experiences that are based on the resources and values of Cape Cod, with consideration for sustainable practices and traditional uses, and that are consistent with the purposes of the national seashore.
- Stimulate, and then satisfy, a public desire to understand the natural and cultural resources and the history and sociology of Cape Cod through the primary interpretive themes identified for the national seashore.
- Respect and cooperate with the residents of the Outer Cape, with an emphasis on collaborative decision making and problem solving to address common Outer Cape issues and to promote a stewardship ethic for the national seashore.
- Consult with a broad variety of interested parties, or stakeholders, to generate effective public participation and better-informed decisions.

The Government Performance and Results Act of 1993 requires a slightly different focus for management objectives, aimed at greater measurability of actual results. The National Park Service, as well as other federal agencies, is moving from the current operational mode toward performance management using strategic planning to accomplish the NPS mission. The national seashore has made a first attempt at identifying the strategic work planning goals based on the identified NPS servicewide mission goals (see appendix C), which are consistent with this general management plan. Servicewide implementation is due by March 2000.

PRIMARY INTERPRETIVE THEMES

The primary interpretive themes are those ideas and concepts about Cape Cod National Seashore that ideally every visitor should understand. These themes provide the foundation for all interpretive programs for the seashore. The themes do not include everything that may be interpreted, but they do cover those ideas that are critical to understanding the seashore's significance. All interpretive programs (both media and personal services) should relate to one or more of the following themes, and each theme should be addressed in some part by the overall interpretive program. (The themes are described in more detail on pages **Error! Bookmark not defined.–Error! Bookmark not defined.**).

- *Cape Cod's natural systems and processes have produced distinctive landforms and habitats.*
- *The elements of natural change, primarily through the effects of the sea on the land, embrace and permeate all of the Cape's resources.*
- *The people of Cape Cod have intensively affected the land, and they continue to interact with the land and surrounding waters. Cape Cod is the continuing saga of human events etched onto the landscape.*
- *The waters around Cape Cod have profoundly affected and continue to affect human activities here.*
- *As both a haven and a subject, Cape Cod has drawn artists and authors for more than a century. In addition, its environment has encouraged the development of structures and tools that have come to be appreciated for their beauty as well as their utility.*
- *Cape Cod National Seashore is a place where people enjoy a variety of recreational, educational, and inspirational activities in various settings. It is a place for people to enjoy spectacular natural settings and to experience a sense of continuity linking past, present, and future.*

A VIEW OF THE FUTURE

The *General Management Plan* for Cape Cod National Seashore makes new NPS commitments to stronger partnerships to solve mutual problems. All interested parties — private landowners, local residents, and local, regional, and national groups, organizations, and governmental entities — will be encouraged to come together to help address both routine and fundamental concerns that are important to the national seashore and the Outer Cape communities, as well as to the whole of Cape Cod. Decisions will be made on the basis of what will be best for all, not on what will be best for any single entity. This will result in some redistribution of responsibilities through a process of mutual agreement to engage in cooperative stewardship, such as relying on towns to review private development proposals within the seashore rather than both the town and the national seashore conducting reviews; national seashore managers will take a greater role in providing assistance and technical expertise to towns and neighbors in fields like resource management. The role of partnership coordinator will be assigned to a staff position within the national seashore in order to bring people together, to help build agreement among various entities, and to create partnerships that will benefit all.

National seashore managers will also develop a more holistic and integrated management approach. For example, environmentally sound, or sustainable, practices will be used as a model for conserving resources, thereby encouraging people to use similar practices in their daily lives. These practices will strive to balance human use with the protection of sensitive natural and cultural resources, while minimizing environmental impacts. The Park Service will also improve monitoring systems and collect information about the differences between natural processes and human-caused changes in the environment. This will allow national seashore managers to be better informed by scientific information before making decisions.

The diversity of activities and unique uses that have historically occurred within the national seashore will continue. For example, individuals will still be able to find a retreat in a secluded natural environment, walk along the beach, or join in more social activities. There will continue to be private residential properties, and individuals will still be able to hunt and drive off-road vehicles (ORVs) in designated areas. NPS management efforts within the national seashore will continue to focus on protecting natural and cultural resources, carefully managing sensitive resources, providing facilities and services for the public, and offering interpretive and educational programs.

People who visit the national seashore will be asked to take greater responsibility in helping conserve the environment. For example, visitors will be encouraged to leave their cars at home, share rides, take shuttles, walk, bike; conserve water; and minimize disturbance to natural and cultural resources. For its part, the national seashore will seek to increase its own sensitivity and understanding of the interrelationships between the natural and human environment and to encourage greater caring by all who come to the Outer Cape or live here. To achieve more of an ecological balance, the Park Service will reduce artificially maintained landscapes where they are not needed for interpretive purposes, historical accuracy, or visitor needs. People will be directed away from sensitive areas. Damage from natural processes would be

reduced through education and thoughtful decisions about construction and managing levels, locations, and types of use.

With this plan visitors can look forward to better information and higher quality experiences. Travel information will be provided to visitors in their homes, while on their way to the Cape, and once they have entered the national seashore boundaries. Using means such as the national seashore's home page on the Internet, tourist brochures and packets, and broadcast media, visitors will be able to make more informed decisions about when to visit, what travel options and services are available, and how to find specific areas. On the Cape information will be readily available to let people know which beach parking lots are crowded and where other recreational opportunities may be found. Visitors and residents alike will also be able to look forward to improved travel conditions on the Outer Cape. Transportation systems will be improved so visitors and residents can move around more easily and conveniently. The National Park Service will support the Cape Cod Commission's *Long Range Transportation Plan* and community transportation initiatives, working with regional and local entities to upgrade various modes of access to the seashore. Public transit schedules, the locations of park-and-ride lots, and overall transit availability will all be well publicized so visitors feel comfortable with using alternatives to private vehicles. Cape Codders will benefit from improved biking and walking trails that link the towns, points within the seashore, and other important destinations. Shuttles will be equipped with bike racks. Visitors' experiences will be improved by offering better and more diversified interpretive and educational programs. These programs will give visitors and residents more opportunities to learn about the history of the Cape, the sensitivity of natural and cultural resources, concerns about the future health of resources, and the interrelationships of natural systems and the human environment. To provide more tangible links with the past, permanent exhibits and personal programs will be provided or enhanced at key historic sites and cultural landscape areas within the seashore.

More opportunities will be explored to cooperate with regional and local entities in jointly developing new interpretive and educational programs. In particular, national seashore staff will offer greater assistance to local schools in broadening environmental education programs so students have more interesting opportunities to understand the Cape's unique and fragile resources and to encourage their help in protecting them.

This *General Management Plan* for Cape Cod National Seashore does not advocate any dramatic changes or shifts in policy; many current policies and operating procedures are functioning well. Since the beginning of the current planning effort in 1992, management concepts that were generally agreed to and that could still be defined within the goals of the 1970 *Master Plan* have been started. This plan does establish a framework for the future management of Cape Cod National Seashore that will allow NPS staff and other land managers to respond to specific concerns and problems in partnership with local bodies, without jeopardizing the intent to protect and preserve the Cape Cod character.

PLAN HIGHLIGHTS

This plan contains numerous goals, which are to be achieved by implementing a series of strategies and actions. Highlights of the plan include the following selected goals.

RESOURCE MANAGEMENT

Natural Resources

- ☐ Engage in cooperative regional efforts to improve air quality.
- ☐ Allow natural shoreline processes to take place unimpeded, while also counteracting human-caused disturbances.
- ☐ Protect ground and surface water quality and quantity, as well as adjacent wetlands.
- ☐ Restore the natural hydrography and ecology of estuaries.

Cultural Resources

- ☐ In participation with local communities, explore, define, and maintain the components of the distinctive cultural heritage and pattern of human activities that make the character of Cape Cod unique.
- ☐ Develop programs and actions that nurture and celebrate the culture of the Outer Cape.
- ☐ Manage and maintain cultural resources (structures, cultural landscapes, and archeological resources) on or eligible for listing on the National Register of Historic Places.
- ☐ Promote and encourage local groups and organizations dedicated

to protecting and preserving the Outer Cape's cultural resources.

- ☐ Protect the seashore's archeological, historic, and museum objects.

PUBLIC USE

- ☐ Provide opportunities for the public to have access to a wide variety of accurate and up-to-date trip planning and orientation information about Cape Cod National Seashore before leaving home.
- ☐ Provide a wide variety of interpretive and educational opportunities for a diverse public to help them understand and appreciate how Cape Cod's natural and cultural resources are interrelated with its history and the people who live there.
- ☐ Promote public awareness of resource management issues in cooperation with similar efforts by local towns, the Cape Cod Commission, and other partners.
- ☐ Plan for public recreational opportunities and services throughout the region in cooperation with other public and private providers.
- ☐ Provide facilities and services that do not significantly impact natural and cultural resources and that are in harmony with the character of Cape Cod.

NONFEDERAL LANDS

WITHIN THE SEASHORE

- ☐ Help protect the traditional character of the Outer Cape, including its natural and cultural resources, and prevent resource degradation that often results from development.
- ☐ Develop a simpler, more effective building permit application and review process for improved properties within the national seashore.
- ☐ Ensure that commercial parcels are managed in accordance with the national seashore purposes and that any negative impacts on seashore resources, community character, or public experience are minimized.
- ☐ Encourage the protection of resources that are owned and managed or regulated by multiple jurisdictions.

NATIONAL SEASHORE MANAGEMENT AND OPERATIONS

- ☐ Engage in collaborative processes to enhance natural and cultural resource management - and public use on the Outer Cape.
- ☐ Help promote a land and resource stewardship ethic and practice that will enhance natural and cultural resource protection on the Outer Cape.

- ☐ Provide adequate, safe, energy-efficient, and cost-effective office space and workspace, staff housing, and utilities in a manner that minimizes impacts on natural and cultural resources.
- ☐ Ensure that site planning and revegetation efforts associated with NPS facilities are environmentally appropriate, meet the functional needs of the associated facility, are attractive, and serve as good models for sustainable practices.
- ☐ Continue building cooperative and trusting relationships with local communities to provide a framework for the National Park Service to protect resources and serve the public while being sensitive to the social and economic well-being of local communities and residents.